

**GREATER TORONTO AREA 3Rs ANALYSIS  
SUMMARY REPORT - PEEL REGION**

**DRAFT - NOVEMBER 1993**



**Ministry of  
Environment  
and Energy**



ISBN 0-7778-2078-1

**GREATER TORONTO AREA 3Rs ANALYSIS**  
**SUMMARY REPORT - PEEL REGION**

Prepared by M.M. Dillon Ltd.  
for  
Fiscal Planning and Information Management Branch  
Ministry of Environment and Energy

DRAFT - NOVEMBER 1993



Ce document existe aussi en français.  
Pour obtenir un exemplaire, ou pour de plus amples  
renseignements en français, veuillez composer le  
1-800-361-5448

Copyright: Queen's Printer for Ontario, 1993  
This publication may be reproduced for non-commercial purposes  
with appropriate attribution.

PIBS 2768

This report was prepared for the Ontario Ministry of Environment and Energy as part of a Ministry-funded project. Mention of trade names or commercial products does not constitute endorsement or recommendation of their use.

## TABLE OF CONTENTS

	Page
1.0 BACKGROUND .....	1
2.0 PURPOSE OF STUDY .....	1
3.0 STUDY APPROACH .....	2
3.1 Study Process Overview .....	2
3.2 Overview of the Alternative System Development Process .....	5
3.3 Identification of Alternative 3Rs Systems .....	6
4.0 CONSULTATION ON GTA 3RS ANALYSIS .....	9
4.1 Stage 1 - Consultation Program .....	9
4.2 Stage 2 - Review of Waste Management Initiatives and Related Consultation Programs .....	10
4.3 Stage 3 - Stage Future Consultation Activities .....	10
5.0 SYSTEM NET EFFECTS ANALYSIS .....	11
5.1 System Net Effects Analysis Approach .....	11
5.1.1 Evaluation Criteria .....	11
5.1.2 Evaluation Criteria Ranking .....	11
5.1.3 Net Effects Analysis .....	14
5.2 Peel Region Residential Systems Evaluation .....	14
5.2.1 Cost Criteria Group - Overall System Ranking .....	14
5.2.2 Municipal Finance Criteria Group - Overall System Ranking ..	15
5.2.3 Natural Environment Criteria Group - Overall System Ranking .....	16
5.2.4 Service Criteria Group - Overall System Ranking .....	17
5.2.5 Social Environment Criteria Group - Overall System Ranking ..	18
5.3 GTA IC&I Systems Evaluation .....	19
5.3.1 Cost Criteria Group - Overall System Ranking .....	19
5.3.2 Municipal Finance Criteria Group - Overall System Ranking ..	19
5.3.3 Natural Environment Criteria Group - Overall System Ranking .....	20
5.3.4 Service Criteria Group - Overall System Ranking .....	21
5.3.5 Social Environment Criteria Group - Overall System Ranking ..	22
6.0 DIVERSION ESTIMATES FOR PEEL REGION .....	23
7.0 CONCLUSIONS .....	25



## 1.0 BACKGROUND

In 1989, the government of Ontario announced its commitment to meeting a Provincial target of at least 50% reduction of waste going to landfills and incineration by the year 2000. This target, a waste **diversion** target to be achieved through waste reduction, reuse and recycling (the 3Rs), was confirmed by the present government in 1990.

To facilitate the achievement of the 50% target, the Province introduced the *Waste Management Act*, 1992. The Act broadens the government's powers to reduce waste sent to disposal through a variety of means. It also vests powers in the Interim Waste Authority (IWA), an agency created to ease the waste disposal crisis in the Greater Toronto Area (GTA). The IWA is complying with its mandate by conducting environmental assessments to locate three long-term landfill sites in the GTA.

## 2.0 PURPOSE OF STUDY

This study has two purposes, each of which relates directly to a requirement created by the *Waste Management Act*.

The first requirement pertains to waste estimates. Section 14 of the *Waste Management Act* requires the Minister of Environment and Energy to provide a written estimate as to:

- a) *the amount of waste that would otherwise be expected to be generated in the primary service area (i.e. each of Peel, Durham and Metro/York) during a twenty-year period that will not be generated because of waste reduction efforts; and*
- b) *the amount of waste that will be generated in the primary service area during a twenty-year period that will not need to be disposed of in the site because of the reuse or recycling of materials that are or could become waste.*

These waste estimates were provided to the IWA by Minister's letter dated May 15, 1992 (Appendix A). The current study provides additional analysis of 3Rs activities, in support of the waste diversion estimates previously provided.

The second requirement pertains to analysing the 3Rs as "alternatives to" landfill waste disposal sites. Section 15 of the *Waste Management Act* requires that the IWA environmental assessments contain a description of, and statement of rationale for the 3Rs, as well as evaluate matters relating to the 3Rs as an alternative to the landfill waste

disposal sites. By administrative agreement, MOEE committed to provide such a rationale and evaluation to the IWA for use in its environmental assessments.

### 3.0 STUDY APPROACH

For purposes of the present analysis, an array of conceptually different 3Rs systems have been identified for addressing residential wastes, as well as for institutional, commercial, and industrial (IC&I) wastes. For each system, estimates of the amount of waste the system could potentially divert from disposal have been determined. An assessment, done on a non-site-specific, generic level, identifies the advantages and disadvantages to the environment of each potential 3Rs system, in keeping with the *Environmental Assessment Act*.

The study area for the GTA 3Rs Analysis is the area encompassing Metro Toronto and the Regional Municipalities of Durham, York, Peel and Halton. Metro Toronto/York Region, Durham Region and Peel Region are defined as the "primary service areas". The Region of Halton has been included as part of the study area as it is part of the GTA. It is not, however, one of the three "primary service areas" as it has recently obtained approval for a landfill site and is not part of the IWA siting process. The residential 3Rs systems were analyzed in the context of each of the four municipalities of Metro Toronto, York, Peel and Durham. The IC&I systems were analyzed in the context of the larger GTA (i.e. including Halton) as IC&I waste management systems transcend municipal boundaries.

#### 3.1 Study Process Overview

The GTA 3Rs Analysis identifies and assesses alternative 3Rs systems, comprised of combinations of 3Rs programs, technologies and practices, that could reasonably be implemented in the GTA. It also determines the potential for each 3Rs system to divert waste over the twenty-year minimum life expectancy of the GTA landfill sites, and identifies the advantages and disadvantages of each system.

The study process selected was one modelled on the intent and requirements of the *EA Act*. Specifically, the study process:

- considered a reasonable range of alternatives;
- considered the full definition of the environment;



- systematically evaluated the net environmental effects of the options being considered; and
- considered public views on waste diversion.

Figure 2.1 presents the study process.

Key to the design of alternative systems was to identify the Existing 3Rs system within each of the Regional Municipalities (Step 1). The Existing system or "do nothing" alternative was identified as the 3Rs system in place within each Regional Municipality as of December 31, 1992. The Existing system was described for both the residential/municipal sector for each Regional Municipality, and for the IC&I sector at the GTA level.

Using the Existing system as a base, the next step (Step 2) was to identify Regional, Municipal, Provincial and Federal, five year 3Rs commitments. Once identified, these 3Rs commitments were then translated into components and added to the Existing system to form the Existing/Committed system (January 1, 1993 to December 31, 1997).

The alternative diversion themes were then developed by the study team<sup>1</sup> (Step 3). These represented the conceptual waste diversion options which are/can be expected to be available. The diversion themes identified by the study team were then used to develop a long list of waste diversion components which served as the building blocks for the system development (Step 4). Included in this long list were components suggested by the public and identified by the study team from existing reports and past public consultations (Step 5).

The long list of components was then screened (Step 6) using three criteria.

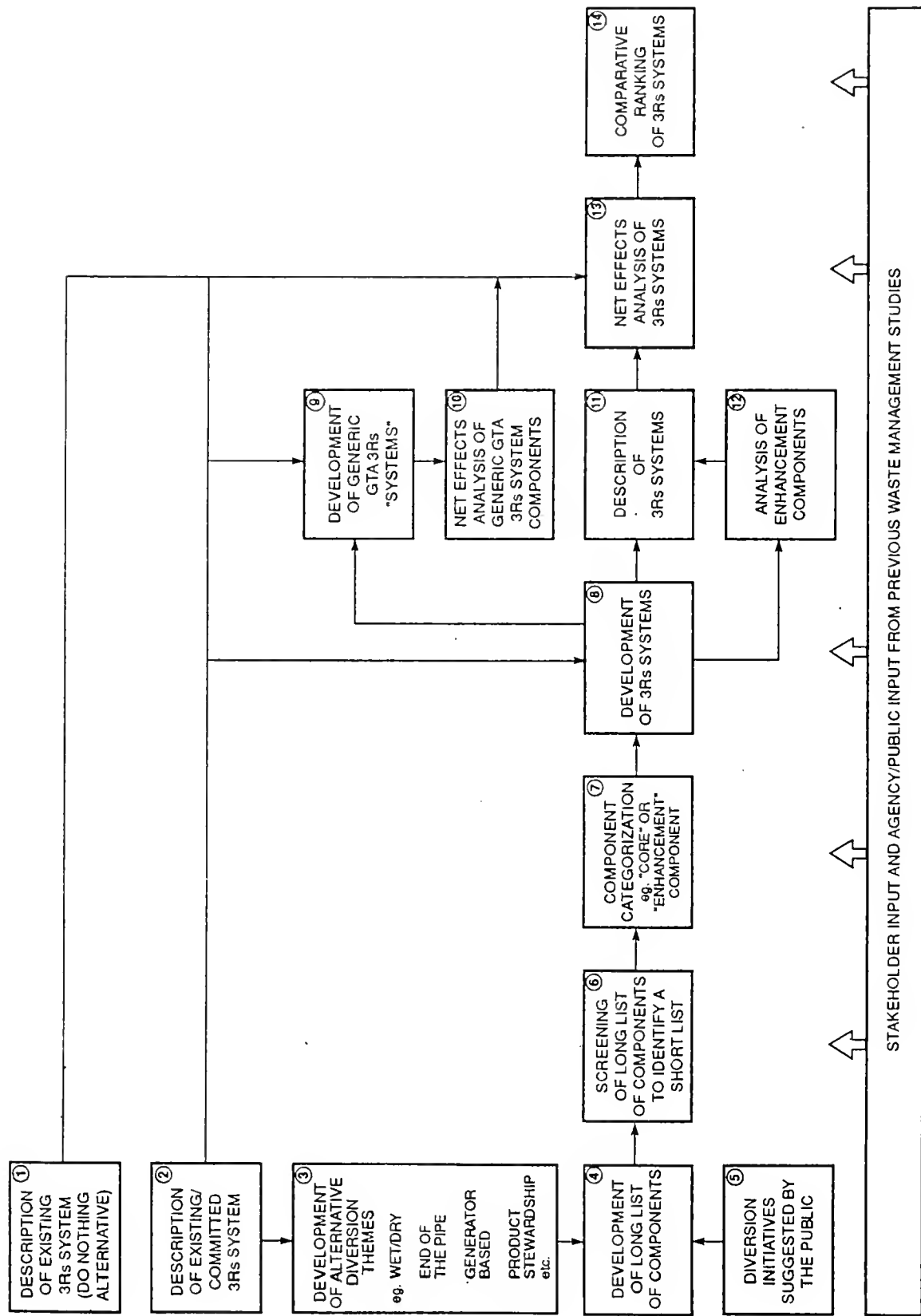
To pass the screen and proceed to the next step in the evaluation, each component was judged to:

- represent a proven technology, technique or program;
- satisfy government standards and regulations; and
- divert a reasonable quantity of waste from disposal.

Step 6 screening identified a short list of alternative 3Rs system components.

---

<sup>1</sup> The study team was managed by MOEE's Fiscal Planning and Information Management Branch and included four separate consulting firms.



**GTA 3Rs SYSTEM DEVELOPMENT  
AND EVALUATION APPROACH**

The short listed components were then categorized as either core or enhancement components (Step 7). Core components served as the focus for alternative system development.

Enhancement components could be added to systems to enhance system performance and increase waste diversion. Enhancement components were further divided into primary and secondary enhancement component categories. Primary enhancement components (e.g. promotion and education) are proven to add an important element that would contribute to the function of a waste diversion system. Secondary enhancement components could be added to systems to increase waste diversion, but were not considered critical to their function. Only core and primary enhancement components were included in alternative waste diversion systems developed for analysis in the GTA.

Based on the categorized components, alternative systems were then developed (Step 8) and then described (Step 11).

The next step was to determine the net effects of each system on the basis of the following criteria groups: Cost, Municipal Finance, Natural Environment, Service and Social Environment.

Recognizing the amount of overlap between the Regional systems, a net effects analysis at a GTA level was first done on all the components found within each of the systems developed for each of the Regional Municipalities (Steps 9 and 10). The components and their net effects were then recombined into the Regionally based 3Rs systems to create the Net Effects Analysis for each individual system for each Region (Step 13).

Based on the net effects, the final step of the study process was the ranking of each alternative system within each criterion group (Step 14).

### **3.2 Overview of the Alternative System Development Process**

A total of six residential and six IC&I waste diversion systems were developed for comparison in the GTA 3Rs Analysis. In order to conduct this analysis, a methodical system development process was undertaken. The objective was to group together a wide range of alternative waste diversion components into logical systems which could potentially be used for waste diversion, without undue complexity, in the GTA. The method used for system development is illustrated in Figure 2.2.

The systems were developed to provide a basis for comparing alternative waste diversion approaches. **No attempt was made to analyze all possible systems, nor was this an attempt to provide conclusive recommendations of preferred systems for waste diversion in GTA Regions. The range of alternative systems developed was however considered to be reasonable for the GTA. It will also be the municipalities themselves who decide which system is most appropriate considering their own local issues/conditions.**

The system development process consisted of six steps:

1. Defining Key Assumptions
2. Identifying Waste Diversion Themes
3. Identifying Long List of Components
4. Screening Long List of Components
5. Developing Potential Alternative Residential Waste Diversion Systems for the GTA.
6. Developing Potential Alternative IC&I Waste Diversion Systems for the GTA.

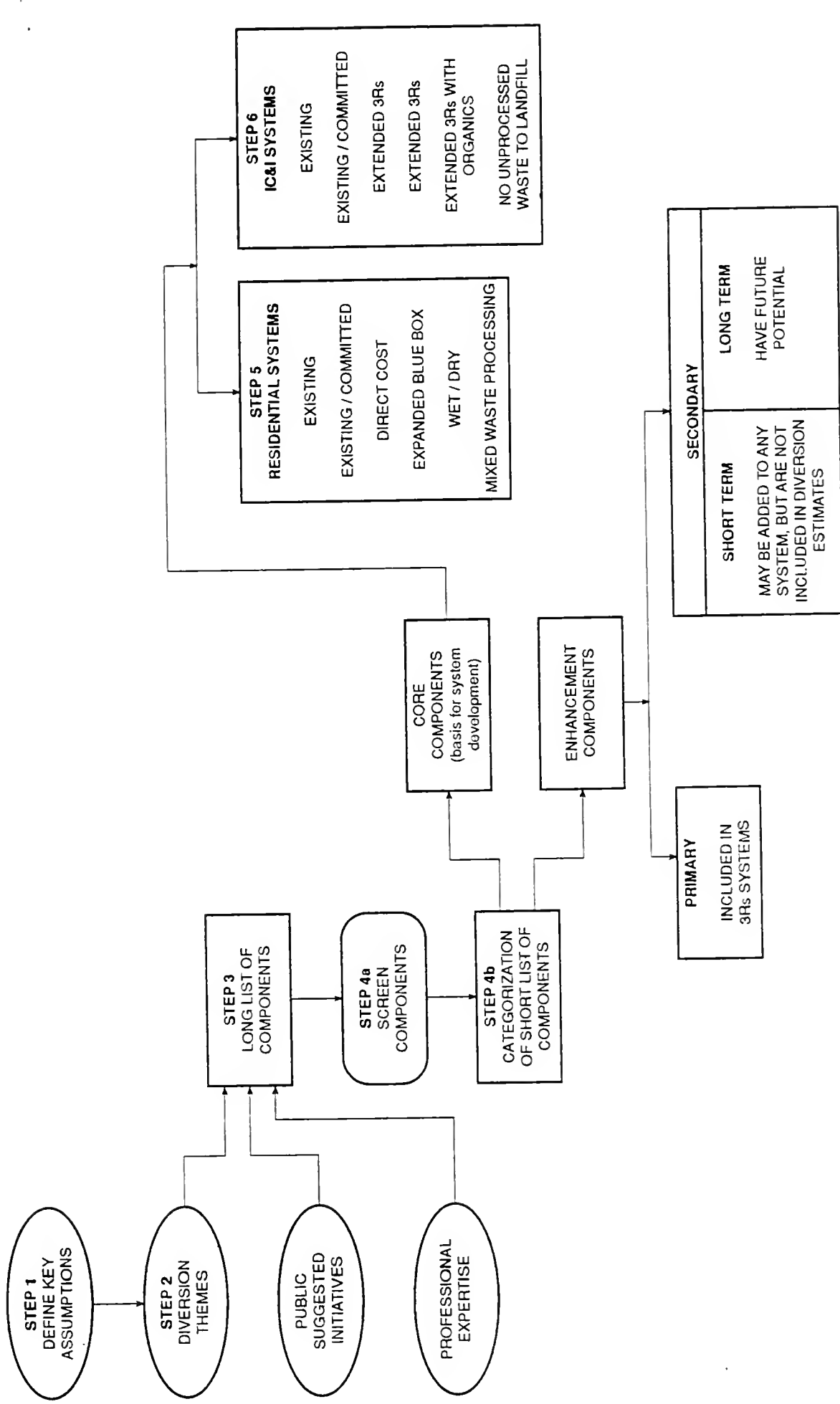
### **3.3 Identification of Alternative 3Rs Systems**

For each Region, six residential 3Rs systems were developed and evaluated. These systems were:

#### **Residential**

***Residential System 1 - Existing*** - the residential 3Rs system which was in place in each Region on December 31, 1992.

***Residential System 2 - Existing/Committed*** - the Existing system, to which are added policies announced by December 31, 1992, and programs committed in municipal five-year budgets (to the end of 1997).



**GTA 3Rs ANALYSIS**  
**3Rs SYSTEM DEVELOPMENT PROCESS**

**Residential System 3 - Direct Cost** - builds on the Existing/Committed system which includes a charge to the homeowner for garbage collection and uses Blue Box programs, backyard composting and curbside collection of leaf and yard waste.<sup>2</sup>

**Residential System 4 - Expanded Blue Box** - range of dry recyclables collected at the curb is expanded, and household organics (food and yard waste) are managed through backyard composters and separate collections of leaf and yard waste.

**Residential System 5 - Wet/Dry** - household waste is collected in three streams including wet (food and yard wastes), dry recyclables, and garbage. A centralized composting facility processes the wet wastes.

**Residential System 6 - Mixed Waste Processing** - includes Blue Box collection of recyclables, separate collection of leaf and yard waste, backyard composting of some household wet waste and processing of the remaining "third bag" of waste in a mixed waste processing and composting plant.<sup>3</sup>

For the GTA as a whole, six 3Rs systems to handle industrial, commercial and institutional (IC&I) waste were also developed. These were:

## **IC&I**

**IC&I System 1 - Existing** - comprises the IC&I waste management system in place in the GTA on December 31, 1992.

**IC&I System 2 - Existing/Committed** - the Existing system with policy commitments announced at the local, Regional, Provincial, and Federal levels by December 31, 1992.

---

<sup>2</sup> It should be noted that System 3 (Direct Cost) was further subdivided as System 3A (Direct Cost - revenue neutral) and System 3B (Direct Cost - added revenue). Only the Municipal Finance Criteria Group considered these two scenarios in the net effects analysis.

<sup>3</sup> System 6 (Mixed Waste Processing) included two scenarios: 1) System 6A - low quality compost; 2) System 6B - high quality compost. These two scenarios address the different ranges of compost quality and end-use possibilities.

**IC&I System 3 - Extended 3Rs Regulations<sup>4</sup>** - the Existing/Committed system plus an extension of the proposed 3Rs regulations to include more IC&I waste generators.

**IC&I System 4 - Expanded 3Rs Regulations<sup>4</sup>** - the Existing/Committed system plus extension of the proposed 3Rs Regulations to include more IC&I waste generators and source separation of a larger range of dry materials by the IC&I sector.

**IC&I System 5 - Expanded 3Rs Regulations<sup>4</sup> with Organics** - builds on System 4 and includes wet wastes in materials requiring source separation by the IC&I sector.

**IC&I System 6 - Processing All IC&I Waste** - builds on the Existing/Committed IC&I system, but would require that all IC&I waste be processed prior to landfilling.

## 4.0 CONSULTATION ON GTA 3RS ANALYSIS

The purpose of the consultation program for the GTA 3Rs Analysis is to identify and consider the views and suggestions of relevant stakeholders. Stakeholders include both members of the public and government agencies. Consultation is occurring over three stages.

### 4.1 Stage 1 - Consultation Program

The Stage 1 consultation program conducted for the GTA 3Rs analysis project commenced on June 4, 1992, at the same time the IWA announced its Long List of Candidate Landfill Sites. At this time, the consultation focus was on the GTA waste diversion estimates provided by the Minister to the IWA on May 15, 1992.

As part of this consultation program, representatives of the Ministry also met with Regional Consultation Networks (RCN) (multi-stakeholder committees representing various interests in each Primary Service Area which have met throughout the IWA process).

---

<sup>4</sup> The draft 3Rs Regulations were announced by the MOEE in April 1993, and include provisions for mandatory source separation programs, waste audits and packaging audits for designated IC&I sectors. For a general description see *Quick Facts: Ontario's New 3Rs Regulations* (PIBS 2528b: MOEE, Spring 1993).

#### **4.2 Stage 2 - Review of Waste Management Initiatives and Related Consultation Programs**

The GTA 3Rs Analysis study team also examined past (GTA and Provincial) waste management initiatives and the results of the consultation conducted for these. Materials from the following studies were reviewed:

- **Solid Waste Environmental Assessment Project (SWEAP)** Metro Toronto;
- **Solid Waste Interim Steering Committee (SWISC)** approach to landfill siting and waste management;
- **Waste Reduction Office Waste Management Initiatives Papers**; and
- **IWA Landfill Site Search Public Consultation Documentation.**

As outlined, the results of the IWA's consultations were reviewed with particular notice paid to comments made on 3Rs within the GTA. Information collected was reviewed and considered at various stages of the project. As most of the comments identified were suggested 3Rs initiatives which should be considered, public comments were primarily used in developing the long list of 3Rs components and subsequent system development.

#### **4.3 Stage 3 - Stage Future Consultation Activities**

In the Fall of 1993 and early 1994, the study team will undertake further consultation on the EA Input document, in co-ordination with the IWA. Activities are planned to inform the public, municipalities and government agencies of the results of the GTA 3Rs analysis and to request their comments on the methods, assumptions and information used in the analysis, as well as the study results. This summary report is one informational tool to be used in Stage 3 consultation.

Based on input received from all of the above consultation activities, data will be updated and the final draft EA Input Document revised for formal submission to the IWA.



## **5.0 SYSTEM NET EFFECTS ANALYSIS**

### **5.1 System Net Effects Analysis Approach**

The following describes the approach followed in the net effects analysis and evaluation.

#### **5.1.1 Evaluation Criteria**

Based on the study team's understanding of the issues and scope of the study, a set of criteria and indicators was developed as presented in Table 5.1.

These criteria were categorized under the following criteria groups:

- Cost;
- Municipal Finance;
- Natural Environment;
- Service; and
- Social Environment.

These criteria groups formed the basis of the 3Rs systems evaluations within each Region.

#### **5.1.2 Evaluation Criteria Ranking**

To facilitate the ranking of systems on the basis of each criteria group, the criteria within each criteria group were ranked in terms of their level of importance. - The criteria rankings were used consistently for each Region, due to the generic nature of the analysis and similarities among the study areas. For example, the type of natural environment effects in Durham would likely be similar to effects in Peel.

The rankings range from 1 (most important) to 3 (least important) and are based on a comparison of each criterion against the others in that group.

TABLE 5.1  
GTA 3Rs ANALYSIS  
ALTERNATIVE SYSTEM EVALUATION CRITERIA  
RESIDENTIAL AND IC&I

Criteria Group/Criteria	Rank*	Indicator
<b>Cost (Residential)</b>		
Cost per Household (system)	NR**	· the cost of the waste management system including diversion and disposal on a per household basis
<b>Cost (IC&amp;I)</b>		
Diversion System Cost	2	· the cost of the diversion system as expressed as cost per tonne diverted
Total System Cost	1	· the cost of the total waste management system (disposal plus diversion)
<b>Municipal Finance</b>		
Potential for Impact on Debt Burden of Municipality	1	· amount of debenture (long-term) debt · annual debt payments as a percentage of Revenue Fund Expenditures (OMB/MMA Guidelines) · available debt capacity for other municipal purposes (OMB/MMA Guidelines)
Potential for Impact on Level of Municipal Service	1	· total municipal wages/salaries, material and contract expenditures expressed as a per household basis · current expenditures for each functional department, net inter-department transfers, transfers to reserves, capital costs and debt charges, expressed on a per household basis
Potential for Impact on Local Taxpayers	1	· total increase in the net general municipal levy · net general municipal levy, adjusted for commercial/industrial property assessment, expressed on a per household basis (tax proxy)
Potential for Impact on Municipal Reserve Funds	1	· total amount of reserves and reserve funds · Reserves and Reserve Funds expressed on a per household basis · Reserves and Reserve Funds expressed as a percentage of operating expenditures
Potential for Impact on Private Sector Industries	1	· the total amount of private sector funding applied to each system alternative · the amount of additional private sector costs applied to each system alternative · the amount of additional private sector costs passed on through higher prices · the cost/savings of the system alternative when financed by the private sector through additional taxes, tax incentives, or market/ economic incentives
<b>Natural</b>		
Potential for Effects to Terrestrial Systems and Resources	3	· potential for loss or removal of terrestrial systems and resources · potential for disruption effects to terrestrial systems and resources

**TABLE 5.1**  
**GTA 3Rs ANALYSIS**  
**ALTERNATIVE SYSTEM EVALUATION CRITERIA**  
**RESIDENTIAL AND IC&I**  
(continued)

Criteria Group/Criteria	Rank*	Indicator
Potential for Effects to Aquatic Systems Including Surface and Ground Water Resources	1	<ul style="list-style-type: none"> <li>· potential for loss or removal of aquatic systems including surface water resources</li> <li>· potential for disruption effects to aquatic systems including surface and ground water resources</li> </ul>
Potential for Effects to the Atmospheric Environment	1	<ul style="list-style-type: none"> <li>· potential for atmospheric emissions</li> </ul>
<b>Service***</b>		
Reliability	1 (1)	<ul style="list-style-type: none"> <li>· proven technology(ies) based on experience in other jurisdictions</li> <li>· degree of reliance on single approach</li> </ul>
Flexibility	3 (2)	<ul style="list-style-type: none"> <li>· types and range of quantities accepted</li> <li>· compatibility with Existing system</li> </ul>
Performance	1 (1)	<ul style="list-style-type: none"> <li>· quantity diverted or requiring landfilling</li> </ul>
Social Acceptability	2 (1)	<ul style="list-style-type: none"> <li>· participation in 3Rs (current and future) by: <ul style="list-style-type: none"> <li>- individuals</li> <li>- municipalities</li> <li>- IC&amp;I sector</li> <li>- special/sensitive groups</li> </ul> </li> <li>· attitudes and perceptions toward 3Rs activities</li> <li>· willingness to pay</li> </ul>
<b>Social</b>		
Potential Local Community Impacts	1	<ul style="list-style-type: none"> <li>· potential effects on residents</li> <li>· potential effects on special/sensitive groups</li> <li>· potential effects on communities</li> <li>· potential effects on community features</li> </ul>
Potential for Broad Social Impact	1	<ul style="list-style-type: none"> <li>· potential for lifestyle changes</li> <li>· potential effect on employment</li> <li>· potential effect on economic development</li> <li>· potential operational effects on institutions, commercial enterprises and industry</li> </ul>
Distribution of Social Costs and Benefits	1	<ul style="list-style-type: none"> <li>· distribution of socio-economic effects on industry and population groups</li> <li>· distribution of lifestyle effects</li> <li>· potential future generation effects of system</li> </ul>

\* "1" represents most important while "3" represents least important.

\*\* Not ranked.

\*\*\* Ranking of criteria within the Service Criteria Group distinguished between the residential and IC&I systems. Ranking for IC&I system is indicated in brackets.

### 5.1.3 Net Effects Analysis

Based on the descriptions of the 3Rs systems and the criteria developed by the study team, a net effects analysis was undertaken for each component contained within each system. This net effects analysis was not specific to Regional conditions, rather it considered the generic effects and mitigation associated with the components of each system in the context of the larger GTA. Recognizing the amount of overlap among the alternative systems, this approach was undertaken to reduce the number of net effects tables which would be either the same or very similar. Although the components were organized by each of the developed alternative systems, the GTA-based generic net effects were not summarized at the system level. Rather, the net effects were only developed for each of the component *categories*. The component categories served as groupings of similar components (for example the category of residential recycling would have several recycling related components within it) listed within each alternative system.

It should be noted that GTA-based generic net effect tables were not generated for the Cost and Municipal Finance Criteria Groupings as it was not possible to assess potential generic impacts for these two groupings.

In developing the net effects, general mitigation and enhancement measures were developed for the types of potential effects identified to avoid, eliminate or minimize negative effects and, where feasible, to enhance the positive effects.

## 5.2 **Peel Region Residential Systems Evaluation**

The following discusses the Peel 3Rs system rankings by criteria group.

### 5.2.1 Cost Criteria Group - Overall System Ranking

Systems 1 to 5 rank equally as highest ranked, with system costs (measured as costs/household/year) in the \$133 to \$139/household/year range, if disposal costs of \$40/tonne were assumed, and \$158 to \$175/household/year if disposal costs of \$80/tonne were assumed. Within the accuracy level of this study, these costs are considered equal. System 6, mixed waste, was the lowest ranked, with an overall system costs of \$239 to \$245/household/year, if the mixed waste system produced a high quality compost, and \$251 to \$269/household/year if the compost quality was poor (i.e. greater quantities of material from the mixed waste plant were due to limited end use opportunities).

In summary, system ranking for the Cost Criteria Group is as follows:

- 1 - System 1 (Existing)
- 1 - System 2 (Existing/Committed)
- 1 - System 3 (Direct Cost)
- 1 - System 4 (Expanded Blue Box)
- 1 - System 5 (Wet/Dry)
- 6 - System 6A (Mixed Waste Processing - low quality compost)
- 6 - System 6B (Mixed Waste Processing - high quality compost)

#### 5.2.2 Municipal Finance Criteria Group - Overall System Ranking

The highest ranked system was System 1 (Existing). The Existing system represented the least cost to the tax payers in Peel Region and did not present any additional debt costs to the financial structure. System 2 (Existing/Committed), System 3A (Direct Cost - revenue neutral), System 3B (Direct Cost - added revenue), System 4 (Expanded Blue Box) and System 5 (Wet/Dry) were the second highest ranked systems. This was due to the fact that the systems all had similar merits.

System 6B (Mixed Waste Processing [high quality compost]) was the lowest ranked because it represented high tax effects and the highest capital cost, and therefore debt related system. Similarly, while less burdensome, System 6A (Mixed Waste Processing [low quality compost]) represented the second lowest ranked system for its impact on local tax payers.

To confirm this ranking, the Municipal Finance component also undertook a sensitivity analysis on the key variables that may affect the criteria indicators. The sensitivity analysis examined variations in capital costs (plus or minus 10% and 20%), rates of waste diversion (plus or minus 5%), variations in operating cost (plus or minus 5% and 10%) and finally, household growth including a no growth scenario. While changing the value of the indicators shown above, the sensitivity analysis shows that, given the ranges tested, the general ranking of the systems shown above would not significantly change.

The following summarizes the Peel Region system rankings with respect to the Municipal Finance Criteria Group (highest ranked [i.e. lowest impact] to lowest ranked [i.e. highest impact]):

- 1 - System 1 (Existing)
- 2 - System 2 (Existing/Committed)
- 2 - System 3A (Direct Cost (Revenue Neutral))

- 2 - System 3B (Direct Cost (Added Revenue))
- 2 - System 4 (Expanded Blue Box)
- 2 - System 5 (Wet Dry)
- 7 - System 6A (Mixed Waste Processing - low quality compost)
- 8 - System 6B (Mixed Waste Processing - high quality compost)

### 5.2.3 Natural Environment Criteria Group - Overall System Ranking

System 1 (Existing) was highest ranked for each of the three criteria. As a result, this system was highest ranked overall for the Natural Environment Criteria Group. Systems 2 and 4 (Existing/Committed, Expanded Blue Box) were ranked equal and second highest. These systems were ranked lower than System 1 (Existing) due to potential effects to terrestrial systems and resources, and aquatic systems and water resources from siting a new material recovery facility (MRF) and central compost facility. System 3 (Direct Cost), although requiring the same new facilities, was considered lower ranked than Systems 2 and 4 (Existing/ Committed, Expanded Blue Box), and was ranked third lowest overall. The potential effects on terrestrial systems and aquatic systems from illegal dumping of wastes resulted in the lower ranking.

The System 5 (Wet/Dry) and System 6 (Mixed Waste Processing) systems were the second lowest and lowest ranked systems for all three criteria. System 6 (Mixed Waste Processing) was ranked as the lowest system overall. Potential effects to the atmospheric environment from System 6 (Mixed Waste Processing) were considered to be greater than for System 5 (Wet/Dry). The potential effects for the other criteria were considered equal for these two systems.

The overall system ranking for the Natural Environment Criteria Group is as follows (highest ranked [i.e. lowest impact] to lowest ranked [i.e. highest impact]):

- 1 - System 1 (Existing)
- 2 - System 2 (Existing/Committed)
- 2 - System 4 (Expanded Blue Box)
- 3 - System 3 (Direct Cost)
- 4 - System 5 (Wet/Dry)
- 5 - System 6 (Mixed Waste Processing)

#### 5.2.4 Service Criteria Group - Overall System Ranking

By considering the systems' ranking by criteria, and the criteria rankings, an overall system ranking could be completed for the Service Criteria Group. Any system that received a mix of a lowest and highest rankings for reliability and performance (the two top ranked criteria) were ruled out of contention as highest ranked systems. The ultimate ranking of these systems were then evaluated using social acceptability and flexibility.

Systems 6 (A+B) (Mixed Waste Processing) received a highest ranking for performance, but a lowest ranking for reliability, and were therefore eliminated from consideration as the highest ranked system. The same was true (in reverse) for the Existing system.

System 4 (Expanded Blue Box) was highest ranked in terms of social acceptability, second highest ranked in terms of reliability, and third highest ranked (second lowest ranked) in terms of performance, and was therefore the highest ranked system overall. System 3 (Direct Cost) was considered second highest ranked. It received a similar ranking to System 4 for reliability and performance, but was considered less socially acceptable. It also received a lower ranking than System 4 for flexibility (as it handles a narrower range of materials).

System 5 (Wet/Dry) and System 2 (Existing/Committed) were ranked third highest. System 5 received a higher ranking than Systems 3 and 4 (Direct Cost, Expanded Blue Box) for performance (due to its higher diversion potential) but a lower ranking on reliability. System 2 (Existing/Committed) received a low ranking on performance, but a high ranking on reliability, and was therefore similar to System 5 (Wet/Dry). System 2 received a high rank for social acceptability. System 5 (Wet/Dry) was less socially acceptable than System 2, but had greater flexibility. Flexibility was considered the least important criterion in the service grouping, but the combination of factors resulted in Systems 5 and 2 being ranked equally in the service grouping.

Mixed Waste Processing Systems 6 (A+B) (Mixed Waste Processing) were lowest ranked overall. While they received a rank of second and highest on performance (for 6A and 6B respectively), they were each considered lowest ranked on reliability (a top criterion) and social acceptability. Both were considered highest ranked on flexibility, but this was the criterion considered of least importance.

System 1 (Existing) was ranked lowest for performance and highest for reliability. It was therefore considered equal to Systems 6A and 6B for a highest and lowest score combination for these two criteria. It was considered more socially acceptable and less

flexible than Systems 6A and 6B. Because social acceptability was considered a more important criterion, System 1 was ranked as second lowest.

In summary, the system ranking under the Service Criteria Grouping in Peel Region was (highest ranked [i.e. lowest impact] to lowest ranked [i.e. highest impact]):

- 1 - System 4 (Expanded Blue Box)
- 2 - System 3 (Direct Cost)
- 3 - System 5 (Wet/Dry)
- 3 - System 2 (Existing/Committed)
- 4 - System 1 (Existing)
- 5 - Systems 6 (A+B) (Mixed Waste Processing)

#### 5.2.5 Social Environment Criteria Group - Overall System Ranking

By considering the systems' ranking by criteria and the criteria rankings (noting that all criteria are ranked equally), an overall system ranking could be completed for the Social Environment Criteria Group based on a qualitative basis. There may be significant potential effects from the 3Rs systems and the potential effects for each criterion may occur throughout the life of the system and some may continue beyond the planning period.

System 4 (Expanded Blue Box) was the highest ranked system overall. It was highest ranked for the criteria of potential for broad social impact and distribution of social costs and benefits and second highest for the potential local community impacts.

System 3 (Direct Cost) was ranked second highest overall based on its second highest ranking for all three criteria.

Systems 2 (Existing/Committed) and 5 (Wet/Dry) were ranked third highest on the basis that System 5 was second highest ranked for the distribution of social costs and benefits and third highest ranked system for broad social impact criteria. It ranked as the second lowest for potential local community impact. These rankings, overall, provided input to a ranking of System 5 higher than Systems 1 and 6 (Existing, Mixed Waste Processing). Although System 2 was ranked higher than System 5 for the potential local community impact, System 5 was ranked higher with respect to potential for broad social impact and distribution of social costs and benefits. However, due to some of the uncertainties involved in the analysis for each criterion, a judgement could not be made on which of the two systems was better than the other.



System 1 (Existing) was ranked as the second lowest primarily because it ranked as the lowest for the broad social impact and distribution of social costs and benefits. This disadvantage was off-set by a highest ranking for potential local community impact.

System 6 (Mixed Waste Processing) was ranked lowest because it was ranked as lowest for the local community impact, second lowest for broad social impact and third lowest for distribution of social costs and benefits. In comparison to the other systems, System 6 was more consistently ranked lower.

A list of the overall system ranking for the Social Environment Criteria Group for Peel Region is as follows (highest ranked [i.e. lowest impact] to lowest ranked [i.e. highest impact]):

- 1 - System 4 (Expanded Blue Box)
- 2 - System 3 (Direct Cost)
- 3 - System 2 (Existing/Committed)
- 3 - System 5 (Wet/Dry)
- 4 - System 1 (Existing)
- 5 - System 6 (Mixed Waste Processing)

### **5.3 GTA IC&I Systems Evaluation**

The IC&I systems' evaluation was done in the context of the larger GTA. The following discusses the rankings by criteria group.

#### **5.3.1 Cost Criteria Group - Overall System Ranking**

In overall system ranking, total waste management system cost was considered the most important criterion, while the cost per tonne diverted was used to differentiate between systems, if necessary. On this basis, Systems 1 through to 6 were ranked the same, due to similar overall system costs.

#### **5.3.2 Municipal Finance Criteria Group - Overall System Ranking**

Under the Municipal Finance Criteria Group, only the criterion "Potential for Impact on Private Sector Industries" was considered in the IC&I 3Rs systems evaluation. As the total system cost difference among the alternative IC&I systems was relatively minor

(\$354 to \$419 million), all IC&I systems were considered to be equal for this criteria group.

It should also be noted that the potential for impact on economic development was addressed under the Social Environment Criteria Group.

### 5.3.3 Natural Environment Criteria Group - Overall System Ranking

The Existing and Existing/Committed systems (Systems 1 and 2, respectively) were both ranked highest for each of the three criteria. These two systems do not require any new 3Rs facilities, increased vehicle collection requirements or increase in IC&I organics processing. Systems 1 and 2 will result in the lowest potential for effects to the natural environment. Systems 3 and 4 (Extended 3Rs Regulations, Expanded 3Rs Regulations) both require the expansion of existing material recovery facilities or the siting of new material recovery facilities. The siting of these new facilities may result in potential effects to both terrestrial systems and aquatic systems. Increased collection vehicle requirements are also required, resulting in additional emissions to the atmosphere. Systems 3 and 4 were ranked second highest for all these criteria. Overall, Systems 3 and 4 (Extended 3Rs Regulations, Expanded 3Rs Regulations) were also ranked second highest.

IC&I System 5 and System 6 (Expanded 3Rs Regulations with Organics, Processing All IC&I Waste) were both ranked lowest. These two systems required increased processing capacity for dry recyclables and IC&I organics. This included the siting of new MRFs and compost facilities. These systems were expected to have the greatest effects on terrestrial and aquatic systems due to siting new facilities and discharges from the new compost facilities. In addition, these systems had the largest collection vehicle requirements and largest amount of IC&I organics processing. Systems 5 and 6 were expected to have the greatest level of emissions to the atmosphere for all of the systems.

The overall IC&I system ranking for the Natural Environment Criteria Group is as follows (highest ranked [i.e. low impact] to lowest ranked [i.e. high impact]):

- 1 - System 1 (Existing)
- 1 - System 2 (Existing/Committed)
- 3 - System 3 (Extended 3Rs Regulations)
- 3 - System 4 (Expanded 3Rs Regulations)
- 5 - System 5 (Expanded 3Rs Regulations with Organics)
- 5 - System 6 (Processing All IC&I Waste)

#### 5.3.4 Service Criteria Group - Overall System Ranking

By considering the systems ranking by criteria and the ranking of importance of criteria, an overall system ranking was completed for the Service Criteria Group. Social acceptability, performance and reliability were considered of greatest importance, while flexibility was considered of less importance. Any system that received a mix of a lowest and highest ranking for reliability, performance and social acceptability (the top ranked criteria) was ruled out of contention as a highest ranked system.

Systems 3 and 4 (Extended 3Rs Regulations, Expanded 3Rs Regulations) were the highest ranked systems, using the ranking system discussed above. System 3 ranked highest for social acceptability and second highest for reliability and so, was ranked highest overall. Its performance was third highest, but was greater than 50% diversion, and was therefore considered acceptable. System 4 ranked second highest for social acceptability, while it ranked better than System 3 in terms of performance and flexibility because it diverted a greater range and quantity of materials from a wider selection of industrial sectors. Therefore, on balance it was considered second highest ranked.

Systems 2 (Existing/Committed) was ranked third highest. It was considered the most reliable, but it compared less favourably to Systems 3 and 4 (Extended 3Rs Regulations, Expanded 3Rs Regulations) in terms of performance, social acceptability and flexibility. It ranked higher than System 2 for flexibility and performance, and therefore on balance was also considered to be higher ranked, and was ranked third highest overall.

Systems 6 and 1 (Processing All IC&I Waste, Existing) were lowest ranked, but for different reasons. The performance of System 6 was considered best, but it was considered lowest ranked with respect to reliability and social acceptability. System 1 (Existing) was ranked most reliable, but in terms of performance it was lowest ranked and second lowest ranked for social acceptability. It was considered less flexible than System 6, but because social acceptability is considered a more important criterion, System 1 is considered higher ranked than System 6. Therefore, System 6 (Processing All IC&I Waste) is ranked lowest, and System 1 (Existing) second lowest.

System 5 (Expanded 3Rs Regulations with Organics) was ranked third lowest. Its performance was second highest but it was ranked lower than Systems 2, 3 and 4 in terms of reliability and social acceptability. It was ranked higher than System 1 for flexibility and equal to System 1 for social acceptability, therefore, overall it ranked higher than System 1.

In summary, the IC&I system ranking under the Service Criteria Grouping was (highest ranked [i.e. low impact] to lowest ranked [i.e. high impact]):

- 1 - System 3 (Extended 3Rs Regulations)
- 2 - System 4 (Expanded 3Rs Regulations)
- 3 - System 2 (Existing/Committed)
- 3 - System 5 (Expanded 3Rs Regulations with Organics)
- 5 - System 1 (Existing)
- 6 - System 6 (Processing All IC&I Waste)

### 5.3.5 Social Environment Criteria Group - Overall System Ranking

By considering the systems ranking by criteria and the criteria rankings (noting that all criteria are ranked equally), an overall system ranking could be completed for the Social Environment Criteria Group on a qualitative basis. The evaluation considered trade-offs among the rankings for each system and criterion recognizing that there may be significant potential effects from the 3Rs systems and the potential effects for each criterion may occur throughout the life of the system and some may continue beyond the planning period.

System 2 (Existing/Committed) was the highest ranked system overall. It ranked highest for all three criteria.

Systems 1 (Existing), 3 (Extended 3Rs Regulations) and 4 (Expanded 3Rs Regulations) were ranked equally as the second highest overall. While Systems 3 and 4 were ranked the second highest for all three criteria, System 1 (Existing) was ranked the highest for potential local community impacts, second highest for distribution of social costs and benefits and the third highest for potential for broad social impact. Therefore the systems were ranked equal.

System 5 (Expanded 3Rs Regulations with Organics) was ranked as the second lowest overall on the basis that it was the second highest for the potential for broad social impact, second lowest for the potential local community impacts and lowest for the distribution of social costs and benefits.

System 6 (Processing All IC&I Waste) was the lowest ranked, because it was ranked the lowest for all three criteria.

A list of the overall IC&I system ranking for the Social Environment Criteria Group follows (highest ranked [i.e. low impact] to lowest ranked [i.e. high impact]):

- 1 - System 2 (Existing/Committed)
- 2 - System 1 (Existing)
- 2 - System 3 (Extended 3Rs Regulations)
- 2 - System 4 (Expanded 3Rs Regulations)
- 5 - System 5 (Expanded 3Rs Regulations with Organics)
- 6 - System 6 (Processing All IC&I Waste)

## 6.0 DIVERSION ESTIMATES FOR PEEL REGION

The diversion potentials for each service area depend on which residential and IC&I systems are combined to form any waste diversion system.

Excluding the Existing system (as both the residential and IC&I Existing systems will be replaced by the Existing/Committed systems by 1996), there are five residential and five IC&I systems which could be combined 25 different ways for each service area. The cumulative tonnes (1996 to 2015) of waste that could be diverted through reduction and reuse/recycling, and the cumulative diversion rate (expressed as a percentage of total waste generated) by service area, were estimated for each of these system combinations. Table 6.1 illustrates these combinations and diversion rates.

At the low end of the range, the combination of Existing/Committed residential and IC&I systems could divert an estimated 40% of the waste generated between 1996 and 2015, by the year 2015. This totals 9.4 million tonnes of diversion in the 20-year period, made up of an estimated 7.4 million tonnes (31%) of waste reused/recycled, and 2.0 million tonnes (8%) of waste reduced.

Other combinations of residential and IC&I systems achieve higher diversions. The highest potential diversion is achieved by the combination of Mixed Waste Processing of residential waste (with marketing of finished compost), and a policy of Processing all IC&I Waste. This combination could reasonably divert 17.8 million to 19.6 million tonnes (75% to 82%) in the 20-year period. The range relates to the quality of the finished compost from the mixed waste plant, and whether it can be classified for unrestricted use.

**TABLE 6.1**  
**SUMMARY OF DIVERSION DATA FOR COMBINATION**  
**OF RESIDENTIAL AND IC&I SYSTEMS**  
**PEEL REGION**

Scenario		Cumulative Diversion (2015)							
Residential	IC&I	Reduction		Reuse/Recycling				Total Diversion	
		%	tonnes (millions)	%	Low	High	tonnes (millions)	%	Low High
Existing/ Committed	Existing/ Committed	8%	2.02	31%			7.39	40%	9.41
	Extended 3Rs	8%	2.02	41%			9.77	49%	11.78
	Expanded 3Rs	8%	2.02	46%			11.02	55%	13.04
	Expanded 3Rs with Organics	8%	2.02	50%			11.86	58%	13.88
	No Unprocessed Waste to Landfill	8%	2.02	55%			13.12	64%	15.13
Direct Cost	Existing/ Committed	8%	2.02	36%	39%		8.68 9.29	45% 47%	10.70 11.30
	Extended 3Rs	8%	2.02	46%	49%		11.05 11.66	55% 57%	13.07 13.68
	Expanded 3Rs	8%	2.02	52%	54%		12.31 12.92	60% 63%	14.33 14.93
	Expanded 3Rs with Organics	8%	2.02	55%	58%		13.15 13.75	64% 66%	15.17 15.77
	No Unprocessed Waste to Landfill	8%	2.02	61%	63%		14.40 15.01	69% 72%	16.42 17.03
Expanded Blue Box	Existing/ Committed	8%	2.02	36%	39%		8.58 9.37	45% 48%	10.59 11.39
	Extended 3Rs	8%	2.02	46%	49%		10.95 11.74	54% 58%	12.97 13.76
	Expanded 3Rs	8%	2.02	51%	55%		12.21 13.00	60% 63%	14.22 15.02
	Expanded 3Rs with Organics	8%	2.02	55%	58%		13.05 13.84	63% 67%	15.06 15.86
	No Unprocessed Waste to Landfill	8%	2.02	60%	63%		14.30 15.10	69% 72%	16.32 17.11
Wet/Dry	Existing/ Committed	8%	2.02	42%	45%		10.03 10.81	51% 54%	12.05 12.83
	Extended 3Rs	8%	2.02	52%	55%		12.41 13.19	61% 64%	14.42 15.20
	Expanded 3Rs	8%	2.02	57%	61%		13.66 14.44	66% 69%	15.68 16.46
	Expanded 3Rs with Organics	8%	2.02	61%	64%		14.50 15.28	69% 73%	16.52 17.30
	No Unprocessed Waste to Landfill	8%	2.02	66%	69%		15.76 16.54	75% 78%	17.77 18.55
Mixed Waste Processing	Existing/ Committed	8%	2.02	42%	50%		10.04 11.88	51% 58%	12.06 13.90
	Extended 3Rs	8%	2.02	52%	60%		12.42 14.25	61% 68%	14.43 16.27
	Expanded 3Rs	8%	2.02	57%	65%		13.67 15.51	66% 74%	15.69 17.53
	Expanded 3Rs with Organics	8%	2.02	61%	69%		14.51 16.35	69% 77%	16.53 18.36
	No Unprocessed Waste to Landfill	8%	2.02	66%	74%		15.77 17.60	75% 82%	17.78 19.62

In summary, Table 6.1 shows that the combinations of systems examined for Peel Region could divert a range of 9.4 million to 19.6 million tonnes of waste in the Region between 1996 and 2015. This translates to 40% to 82% of the Peel waste stream.

## 7.0 CONCLUSIONS

Section 15 of the *Waste Management Act*, 1992 (WMA) stipulates that the environmental assessments for the IWA landfill waste disposal sites are to contain, among other matters, a description of, a statement of rationale for, and a description and evaluation of any matter relating to reduction, reuse and recycling of waste (3Rs) as an alternative to the landfill waste disposal sites. The GTA 3Rs Analysis provides such a description and evaluation of possible 3Rs systems, and the results appear in Sections 5.2 and 5.3 of this summary report.

The Act (Section 14) also stipulates that for each site proposed by the IWA as an undertaking, the Minister of the Environment (and Energy) is to provide a written estimate to the IWA as to the amount of waste expected to be diverted from the proposed landfill waste disposal site by waste reduction, and by waste reuse and recycling. These estimates were provided by Minister's letter dated May 15, 1992. The GTA 3Rs Analysis EA Input Document provides additional analysis of 3Rs activities in support of the waste diversion estimates previously provided.

Specifically, the study has shown that when combined, each of the possible Region of Peel systems examined (IC&I plus residential), could result in a source reduction of 2.0 million tonnes representing a 8% diversion rate. Through reuse and recycling efforts, 7.4 million to 17.6 million tonnes could reasonably be diverted. This translates to 31% to 74% of the waste stream. When reduction and reuse/recycling efforts are combined, the 25 combinations of residential and IC&I systems for Peel Region could divert a range of 9.4 million to 19.6 million tonnes of waste, or 40% to 82% of the waste stream.

The estimates of waste diversion for Peel Region show that of the 25 options considered, 21 have the ability to divert 50% or more of the generated waste stream in the 20-year period between 1996 and 2015.

The analysis further shows that the written estimates provided by the Minister of Environment to the IWA in May 1992, fall within the range of waste diversion achievable by a number of combinations of residential and IC&I systems within Peel Region.

The systems presented and evaluated were not designed as plans for any of the Regions or service areas. They were chosen to estimate the impacts of a number of different possible approaches to waste diversion. They are not considered a complete list of all possible combinations of components which could form waste diversion systems, and a comprehensive mix and match of components has not been attempted. The systems were chosen to provide a reasonable range of diversion options, and to estimate the impacts of these options.

### **For More Information**

Copies of the complete draft GTA 3Rs Analysis documentation, including technical appendices, are available for review at the IWA Information Centres and other public locations such as libraries and municipal offices within the Greater Toronto Area.

Additional copies of this report, or Summary Reports for the other service areas, may be obtained by calling the following telephone numbers:

Durham Region IWA Information Centre:	1-800-661-9294
Metro Toronto/York Region Information Centre:	1-800-463-8484
Peel Region IWA Information Centre:	1-800-361-5448



## **APPENDIX A**

**MOEE Minister's May 15 1992, Letter**





May 15, 1992

Ms. Jan Rush, Chair  
Interim Waste Authority,  
20 Bay Street, Suite 1625,  
Toronto, Ontario.  
M5J 2N8

Dear Ms. Rush:

In accordance with section 14 of the Waste Management Act, 1992, shown below are estimates of the cumulative amounts of waste that will be diverted from disposal over the period 1996 to 2015 due to waste reduction, and reuse and recycling. All numbers are in millions of tonnes.

Waste Diversion Estimate

	Reduction	Reuse & Recycling
Metropolitan Toronto and York Region	18.7	18.1
Peel Region	5.2	6.2
Durham Region	2.6	3.9

Yours sincerely,

Ruth Grier  
Minister

